A Study of the B.C. Auxiliary & Reserve Police Program

Prepared for

Ministry of the Attorney General
Police Services Branch

Prepared by

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The views and opinions expressed are those of the author only and do not necessarily reflect those of the Ministry of the Attorney General.

1. In an increasingly complex and populous society, there is a corresponding increase in the complexity and volume of police work. Police budgets, however, are not increasing correspondingly. Demands for improved quality of service and new police intiatives have led to the greater utilization of Auxiliary/Reserve (A/R) police.

2. Different people in the policing community have different ideas regarding the proper function of A/R units depending on the needs of their agency, and their position in it:

   a. Senior managers are mainly concerned with the level of professionalism of A/Rs who have neither the training nor continuous job experience of regular members. They repeatedly express the view that A/Rs should be used in a complementary, not substitutive role for regular police members, and that their uniforms be distinct. In other words, they cannot replace a regular member.

   b. Local police managers and regular members, particularly those at larger and busier police agencies, support the deployment of A/Rs in more regular police roles, in order to ensure that the complaint load is properly dealt with. Questions of the professionalism of A/Rs are secondary to this because of the desire to keep the agency running smoothly, and because the local managers are better able to assess the abilities of A/Rs by working with them. Their main concern is that by relying on A/Rs at understaffed agencies, there will be no increase in the regular member establishment, who must carry the main burden of policing in the province.

   c. At those police agencies where staffing levels are more attuned to operational requirements, some respondents tended to see the more extensive deployment of A/R police as a cost-cutting tool and a threat to the jobs of regular members. They are less supportive of the use of A/R police as a result.

3. Many managers of police forces are now directing their A/R units to perform much needed crime prevention/police community relations work, under the umbrella of the "Community-Based Policing" concept. This type of work is ideal for A/Rs because:
   a. It does not require highly specialized training that may be necessary for some other police tasks, such as complaint response, major crime investigation, or emergency response or special weapons and tactics teams.
   b. It is necessary work that may otherwise be left undone by regular members at busy agencies.
   c. More so than other police functions, crime prevention/police community relations requires a strong and continuous link between the public and the police. Long-term community-based A/Rs are ideally suited for this role.
   d. When A/Rs are involved mainly with crime prevention/police community relations duties they tend to have better working relationships with regular members and union representatives.
4. However, given the nature of both the A/R program and many of those who volunteer for it, those agencies that want to do more crime prevention are hard-pressed to get the A/Rs to volunteer for it. Since they are for the most part unpaid, A/Rs have more freedom to volunteer for those duties that appeal to them most.
5. Successful coordinators have found that by screening out A/Rs that want to be and act just like regular members, and engaging those more committed to community service, it is much easier to get them involved with crime prevention duties.
6. A/Rs will be more motivated to stay involved with the A/R program and continue their crime prevention duties if they are afforded necessary opportunities for meaningful collective and individual training, and an adequate oppotunity to share their experiences as A/R police with other A/R police on a regular basis. Appropriate recognition from the community they serve and the police with whom they work is vital to an effective A/R program.

7. Based on these findings, it is recommended that the Police Services Branch:

   a. Encourage the policing community in B.C. to:
      i. continue and strengthen their commitment to using A/Rs in crime prevention and police community relations, keeping in mind their role as an emergency backup force in disasters and civil emergencies, and the training required for that role;
      ii. engage A/R recruits who are interested in a long-term commitment and who view their role similar to a position in a community service club. Those who use the program as a method of becoming peace officers should not be encouraged to join unless individual police forces find it useful as a screening tool;
      iii. offer ongoing training and refresher courses to A/Rs in conjunction with the Attorney General and the Justice Institute. Regional and provincial shooting competitions and awards dinners should also be held regularly. A/Rs should also be utilized for major events such as the B.C. Summer Games and the Commonwealth Games;
      iv. provide greater commonality in uniforms. A/R police should continue to wear only the appropriate A/R police shoulder flash. Greater commonality serves to strengthen the partnership of A/R and regular police. The police themselves need only minimal markings to delineate A/Rs and regular members. The difference should be presented to the public in such a way that they know they are not dealing with a regular member, but this difference is not apparent at a distance or in unruly crowd situations.

   b. Continue the present arrangement whereby the Provincial A/R Coordinator assists police program managers to ensure that A/Rs do not replace regular members in their duties. The A/R role must remain a complementary, not substitutive one.

8. Finally, the benefit gained by the Province of British Columbia from the A/R Policing Program should be acknowledged. A/R police bolster police presence in the community, enhance crime prevention programs and contribute to enhanced community relations. The utility of the program is reflected in its use as a model by other police across Canada.

Auxiliary/reserve police have long been a part of the policing scene in British Columbia. The face of the program has changed over the years, but the underlying tenets have remained: members of the community work alongside regular police members to assist them with their duties. In some instances they are paid, in most instances they volunteer.

This study was commissioned to determine the scope and effectiveness of the auxiliary/reserve program in the Province of B.C., to give a description of who is involved in the program, and where they stand on questions that arise from the operation of the program.

All of B.C.'s police jurisdictions are covered in the report: RCMP Provincial, RCMP municipal, and independent municipal forces. In independent municipal forces, A/Rs are called reserves, while in RCMP jurisdictions they are called auxiliaries. For the sake of succinctness, they will be referred to collectively as A/Rs; otherwise, they will be referred to by their full title.

Also studied were the time and money put into the program, the duties performed by A/Rs, demographical information regarding A/Rs, and the opinions of those involved with the program regarding various issues relating to A/R police.

In this review of A/R police and their program in B.C. ideas and recurring themes that are innovative or merit further attention are highlighted, whether from the questionnaires, personal interviews or literature.

A wide net was thrown in order to ensure all sides of each issue were represented. The result is a descriptive account of the state of A/R police and their programs across the province of British Columbia, including the current thinking of regular members, A/R coordinators, union officials, A/R members, other police agencies, and researchers on various questions arising from the A/R program.

The body of this report comprises six sections, broken down as follows:

(I) HISTORICAL OVERVIEW — The operational history of A/R programs in the Province of B.C. is discussed. Special attention is given to the evolving mandate and associated responsibilities of A/R police.

(II) SURVEY RESULTS

Questionnaire Format

Operational Data — This section will cover topics such as:

- the number of A/R members per police agency;
- the number of female A/R members;
- their total hours worked per year;
- methods for recruiting A/R members;
- specific functions performed by A/R members (e.g. foot patrols, traffic duties, crime prevention duties, providing second person for complaints requiring two members, etc.);
- general objectives of A/R program (e.g. as recruiting pool for regular members, local knowledge to new members, police/community relations, as representatives of minority groups);
- motivations for being an A/R member;
- perceived function of auxiliary program; and
- problems associated with the A/R uniform.

Demographics — Included in this section are data regarding:

- jobs A/R members hold on a full-time basis;
- income levels;
- highest education level obtained; and
- length of service in the A/R program.

Narrative Responses — The responses to a series of questions regarding issues relevant to the A/R program are summarized, with recurring themes highlighted. Views from all sides of the issues were solicited. Provincial/municipal authorities, local coordinators, regular members, auxiliary members, union officials, and civic leaders were asked to state their opinion regarding aspects of the A/R program such as:

The face of the program has changed over the years, but the underlying tenets have remained: members of the community work alongside regular police members to assist them with their duties.

- the amount and scope of training;
- the current level of responsibilities enjoyed by A/R members;
- their opinion of the cost-effectiveness of the auxiliary/reserve program;
- the distinctiveness (or lack thereof) of the auxiliary/reserve uniform;
- changes required to make the A/R program better; and
- the degree of independence (or lack thereof) enjoyed by A/R members.

III. PERSONAL INTERVIEWS — With: a senior police manager, and local coordinators of well-performing A/R programs: a sergeant in an independent municipal force and two constables coordinating A/R programs in RCMP detachments.

IV. SURVEY OF RESEARCHERS AND OTHER POLICE AGENCIES — Those involved with research relating to A/R policing, as well as those agencies that have statements regarding A/R policing were asked to share their thoughts on the optimal utilization of A/R police. They were also asked to express their views on the issue of A/R police as replacement workers for regular members. Any other germane comments are also included.

V. SUMMARY

VI. ANNOTATED BIBLIOGRAPHY — Publications or periodicals addressing the use of A/R police were surveyed. Their titles and abstracts are included for the interested reader.

1. HISTORY OF AUXILIARY/RESERVE POLICE

General

The concept of "Community-Based Policing," while being re-introduced today, was the original model of law enforcement. Before the evolution of a professional police force, the constable was the person chosen from the local population to provide peace officer services to the community.[1] The "Special Constable," and now the "Auxiliary Constable," are the direct descendants of this locally selected peace officer.[2]

As professional police forces developed and took over primary police functions, auxiliaries assumed the role of assisting the authorities in times of civil unrest and in wartime. Their services were generally volunteered and used rarely — largely during emergencies.

RCMP

***It** was during the Cold War that auxiliary police got their start with the RCMP.*

As far back as 1919 the Royal North West Mounted Police made use of their veterans as reserves to be used in times of emergency, but by 1937 interest in the reserve program had somewhat abated. The RCMP revitalized the program by having RCMP applicants join the reserves and receive limited training prior to their engagement as regular members. They were available for emergency and civil unrest call outs as assistants to regular members.[3] Today, however, there are no active members of the RCMP Reserve.

The RCMP Act still retains provisions for a reserve force, but the Force distinguishes it from the auxiliary program, which was formed under different circumstances.

It was during the Cold War that auxiliary police got their start with the RCMP. In B.C. their original mandate was to provide assistance in times of disaster or nuclear war, and their training was geared specifically to this end.[4] They were designed to function alongside civil authorities, not military (military volunteers joined the militia, which had different duties to perform during times of nuclear war or disaster).[5]

RCMP

Their organization and training was therefore set up along the lines of, and in conjunction with, the police. The RCMP Quarterly in 1963 refers to the new auxiliaries and describes their uniforms and duties. The auxiliaries in this article were part of the "Vancouver Target Area," which was the Greater Vancouver Area that was presumably targeted by Warsaw Pact nuclear weapons. As part of their civil defence training, they took small arms training, attended lectures, and turned out on Halloween night, during parades, community celebrations, or during any emergencies to assist the regular RCMP members.[6]

As the years wore on, A/Rs continued to receive training, but felt frustrated at the lack of practical help they provided. The threat of nuclear disaster still loomed, but their services were required infrequently. In order to maintain interest in the program, requests were made to allow them to ride along with regular members on routine patrol duties as part of their training.[7]

As the years wore on, A/Rs continued to receive training, but felt frustrated at the lack of practical help they provided.

After discussion about training, uniforms, Workmen's Compensation coverage, etc., this request was granted. This was a turning point in the functioning of auxiliaries; from this point their functioning became more like regular police members, with their role as civil defence workers remaining important, but less of a priority. It was made clear, though, that they would never replace regular police members.

In the late 1970's, RCMP Headquarters in Ottawa conducted a study of auxiliary members across Canada.[8] They discovered that auxiliary members were doing much more than training for emergency measures work. They found "auxiliaries ... operating radar and breathalyser equipment, responding to domestic disturbances, assisting on surveillance and investigations, and conducting crime prevention programs."[9]

This was a concern to the RCMP for a variety of reasons. They were mainly concerned with liability issues, but questions relating to the professionalism of auxiliaries and aspects of Federal/Provincial contract negotiations were also raised.

RCMP legal officers were unsure whether the Crown in right of the Federal Government or the Provincial Government would be liable were an auxiliary to commit a tortious act.[10] They were also concerned about

RCMP

auxiliaries performing the duties of regular members without proper training, and yet holding themselves out to the public as peace officers.[11]

As a result, RCMP Commissioner Simmonds placed a moratorium on the engagement of auxiliaries across Canada. The moratorium was designed to allow the provincial governments time to respond to these concerns and develop and coordinate their policies with the Federal government regarding auxiliary police.[12]

This accord was eventually achieved, with the result that the Attorney General would provide a Provincial Auxiliary/Reserve Coordinator position and the RCMP would bill the provincial government for expenses incurred by the auxiliary program. The Provincial Coordinator was made responsible for ensuring the proper functioning of the A/R program and was given the authority to place a moratorium on the program if A/Rs were ever used to replace regular police members.

In B.C., auxiliary training was standardized with municipal reserves through the Justice Institute, and policy was put in place that defined their new role of assisting regular police members as well as providing emergency backup services.

Their uniforms, their ability to carry sidearms, and their duties, have changed significantly...

Their uniforms, their ability to carry sidearms, and their duties, have changed significantly from the early days when they were seen solely as a reserve civil defence core. They are now at the point where they perform many of the duties formerly reserved for police constables. They now direct traffic, take witness statements at accident scenes, conduct crime prevention workshops, help with minor surveillance projects, and perform other functions that were, at least in this century, more the domain of regular police members.

Actual investigative work, which comprises a relatively small, but critical aspect of the police workload, is still performed exclusively by regular members since it is a hallmark police function which regular members see as embodying their professionalism and defining their identity as peace officers. Were this to be performed by auxiliary members, many regular members would strongly resent this intrusion into their domain.[13]

Originally given a mandate under the *Civil Defence Act*,[14] Provincial RCMP auxiliaries now receive their appointments under Section 8 of the *Police Act*. The *Police Act* does not restrict them in the performance of their duties, except subject to the *Regulations* attached to the *Police Act*. The majority of the restrictions placed on auxiliaries result from RCMP policy.

Independent municipal forces

Called Police Reserves,[16] most of the Reserve Forces were formed in the 1950s and 1960s in response to Cold War tensions. The programs in Vancouver and Delta are the only ones which predate this time period, these two communities having formed theirs in the 1930s and in 1945 respectively.

Like the RCMP, their duties have progressed from strictly a civil defence volunteer role to one of assisting regular members in normal police duties. They were also appointed under the *Civil Defence Act*, but now receive their powers under the *Police Act*. They receive their appointments from the municipal police board as specified in Section 35 of the *Police Act*. Their duties are not limited by the *Police Act*, but by the *Police Act Regulations* and whatever restrictions the municipal police boards feel necessary.

Unlike the RCMP auxiliaries, independent municipal forces reserves usually receive payment when called out for traffic and emergency duties. Otherwise, their services are volunteered.

Independent municipal forces

Independent municipal forces reserves usually receive payment when called out for traffic and emergency duties.

II. SURVEY RESULTS

Questionnaire Format

There was a total of three parts to the survey. Each part was sent respectively to a separate group of people.

The first part was directed at all of the 140 local coordinators of the A/R program. These questions required a check-mark or one word response, and supplied most of the information for the Operational Data section.

The coordinators were asked to give the second part of the questionnaire to the next A/R members to come on shift, to ensure an element of randomness in survey application. This portion of the survey was used to obtain information for the Operational Data and Demographic portions of the survey. Depending upon the size of the police agency, as measured by the number of regular members, A/R coordinators were sent one, two, or eight questionnaires to give to their A/Rs.

Agencies with less than 50 regular members were sent one questionnaire (there were 121 such agencies), those with 51 – 150 were sent two questionnaires (15 agencies), and those with 151+ were sent eight questionnaires (four agencies). This was to ensure that the urban dwellers in the larger detachments/agencies were represented properly, as the large majority of agencies are small rural detachments.

The third part, consisting of narrative questions, was directed at 17 people representing local coordinators, regular members, auxiliary members, union officials and civic leaders. Certain respondents were chosen because they were likely to express views representing the extremes of each issue, while others were chosen because they represented the views of the "rank and file." Their replies are summarized and presented in the Narrative Questions section of the report.

Operational Data

When RCMP Provincial and municipal detachments that operate out of the same building are counted as one, and added to the twelve independent municipal forces, there are 140 separate police agencies in British Columbia. Each agency was sent a questionnaire to be completed by the A/R coordinator.

Out of 140 questionnaires sent, responses were received from 119 agencies. Of those 119, ten agencies have no A/R members. Of the twelve independent municipal forces, eleven responded and all of the respondents have a reserve program. In percentage terms, the overall response rate was 85% and the response rate for independent municipal forces was 92%.

Coordinators were asked how many A/Rs are at their agencies, how many are female, and how many hours they worked in 1990. With these figures it is possible to estimate the average number of A/Rs at each agency, including the number of females, and the average number of hours each A/R puts in annually for the 140 police agencies in the Province. Then, based on an annual full-time equivalent (FTE) of 1827 hours[17], the equivalent number of full-time positions can be calculated. While these cannot be considered equivalent to a regular member FTE in terms of service level, it is a useful tool for limited cost-effectiveness analysis.

There are approximately 1400 A/Rs in the province.

The average number of A/Rs per police agency is 9.28. If we consider that 8.4% of agencies do not have A/Rs (based on ten out of 119 responses that indicated no A/Rs), we can estimate that 127 out of 140 agencies across the Province have A/Rs. We can also estimate that there are approximately 1400 A/Rs in the province. Of this number, we can estimate that 129 (1.02/agency x 127), or 10.9% of A/Rs, are female.

Given that 196,094 hours were worked at the responding agencies in 1990, we can estimate that 232,747 hours were put in by A/Rs at 127 agencies. If we divide the total 232,747 hours by 1827 hours (FTE), we arrive at approximately 126 FTEs worked. On this basis, about 10 A/Rs equate to one FTE.

In 1990, for auxiliary-related expenses, the RCMP billed the Solicitor General for $350,000 (out of an allowable $415,000). They report a total of 200,461 hours worked by their auxiliaries, or 109 FTEs[18], incurring a cost per FTE of 350,000/109 = $3211.

Unfortunately, the exact amount that independent municipal forces spent on reserves in 1990 is not available. The best estimate is $80,000, not including their wages for call-outs. If we subtract RCMP hours (200,461) from the total (232,747) we are left with 32,286 hours, or approximately

Operational Data

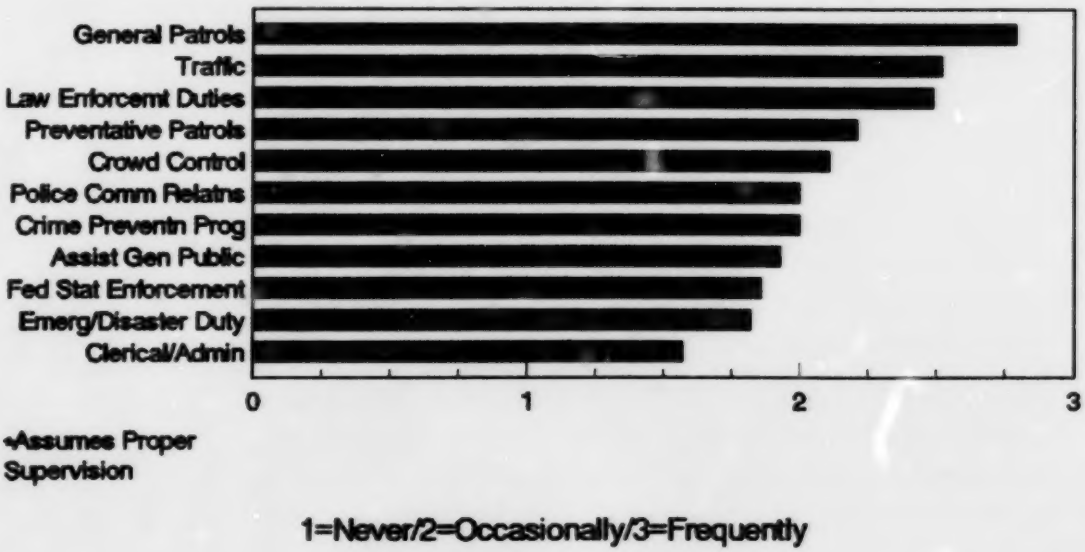
17 FTEs worked by independent municipal force reserves. This translates into $80,000/17, or $4527 per independent municipal force reserve FTE. This FTE figure is a conservative estimate considering that some of the larger independent municipal forces did not disclose how many hours their reserves worked.

Of primary interest is the extent to which A/Rs perform various police duties. Figure 1 shows a list of duties and the frequency with which A/Rs perform them. The responses Never, Occasionally, and Frequently were respectively coded 1,2,and 3. The resulting mean from the responses was graphed, and the duties then ranked from the most to the least frequently performed. The question assumed that A/Rs received appropriate supervision in the performance of these duties.

General patrols were the most frequently performed, with traffic and law enforcement duties following close behind. Emergency/disaster duties, which were the original purpose of the program, scored second to last, above only clerical/administration and guard duties.

Figure 1

Extent to Which Auxiliaries/Reserves Perform Various Duties*



*Assumes Proper Supervision

1=Never/2=Occasionally/3=Frequently

Also of interest are those specific aspects of the A/R program which are the most important to coordinators. The same method used in determining the frequency of duties was used for this question. Not surprisingly, assistance to regular members scored the highest. The provision of local knowledge to new regular members was second on the list. The use of the A/R program as a recruiting pool for potential regular members was felt to be the least important.

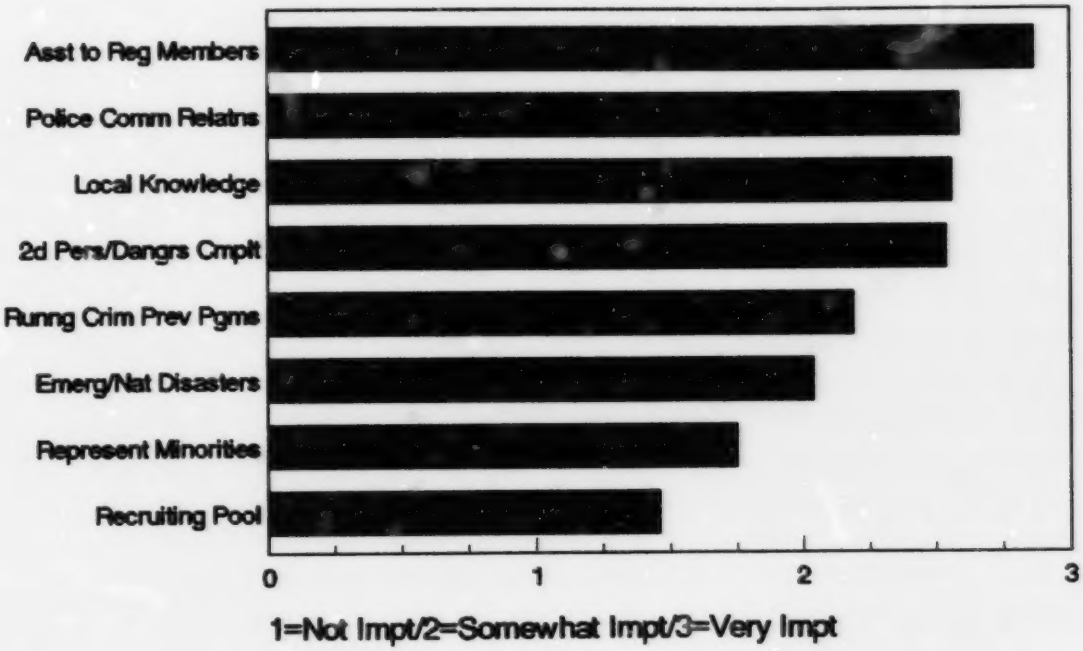
The difference between RCMP and independent municipal forces must be stressed when considering this result, however. Most of the independent forces felt that its use as a recruiting pool was very important. The difference is mainly due to the fact that independent municipal reserves almost always join the local agency they volunteer with, whereas RCMP auxiliaries rarely do. Independent municipal forces use the reserve program as an unofficial probation period, during which time they can evaluate the character and abilities of the reserves.

Another area where there is a difference in the responses from independent municipal forces and the RCMP is the degree to which they rely on auxiliaries for local knowledge. The local knowledge of reserves is more relied upon by RCMP members who change postings over the years, than by independent municipal forces whose members remain in the same city for their careers. In other responses, however, the differences between the independent municipal forces and the RCMP is not significant.

Independent municipal forces use the reserve program as an unofficial probation period, during which time they can evaluate the character and abilities of the reserves.

Figure 2

Elements of the Auxiliary/Reserve Program and Their Importance to Coordinators



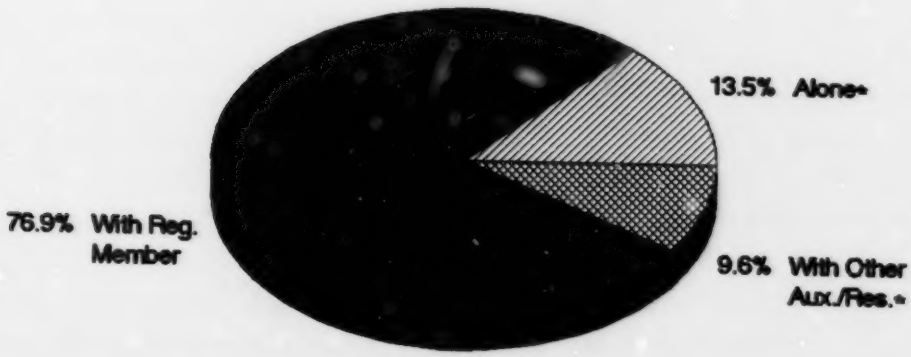
The majority of agencies require a regular member to be within voice range of an A/R.

A major concern to coordinators and A/Rs is what type of supervision is required for A/Rs while performing their duties. RCMP policy states that auxiliaries must be under "direct supervision" while performing their duties.[19] Depending on what duties are being performed, direct supervision has been interpreted to include radio supervision. Independent municipal forces are free to give whatever independence to their reserves as they see fit, so it can vary from force to force.

As Figure 3 shows, the majority of agencies require a regular member to be within voice range of an A/R. A significant minority, however, allow two A/Rs under radio supervision to work without a regular member present, and some allow A/Rs under radio supervision to work alone.

Figure 3

Supervision Requirements for Auxiliaries/Reserves



*In these cases, auxiliaries/ reserves are supervised via police radio.

This ties into the ability of auxiliaries to operate police vehicles. In RCMP jurisdictions, auxiliaries may only operate RCMP vehicles during emergencies. Some of the larger detachments, however, have vehicles that auxiliaries may drive that are supplied through municipal funding.

Independent municipal forces have varying policy regarding reserves driving vehicles:

- 67% allow them to drive police vehicles while supervised,
- 22% allow them to drive police vehicles unsupervised,
- 44% allow them to drive municipal vehicles while supervised,
- 44% allow them to drive municipal vehicles unsupervised.

Since 1985, RCMP auxiliaries have carried sidearms while on routine patrol.[20] Their sidearms are stored at the detachment and signed out for each shift. Prior to this they received training with firearms but their use

Since 1985, RCMP auxiliaries have carried sidearms while on routine patrol.

Operational Data

on routine patrol was determined at the detachment level. In 1985 "E" Division Headquarters policy specifically mandated their use on routine patrol at all RCMP detachments in B.C.

To be able to carry them, RCMP auxiliaries must qualify annually with a pistol range score of 180/300 (the same as for regular members), and complete the Provincial pistol course which requires a score of 192/240. The local detachment commander may deny their use to any auxiliary lacking the proper maturity. B.C. and New Brunswick are the only divisions that allow auxiliaries the use of sidearms on patrol at present. Of independent municipal forces, 27% allow their reserves sidearms on routine patrol.

The scheduling of shifts for A/Rs is mostly left up to the A/Rs themselves to determine, as long as they meet a minimum number of hours per year (160 hours at many agencies). However, in larger centres, they are quite often assigned shifts by the coordinator or a senior A/R member. Agencies that pay their reserves for some duties will schedule them for those paid shifts.

A/Rs had a variety of reasons why they wanted to be involved in the program, but as Figure 4 shows, the desire to support the police was the most frequent reason given. While the percentage that wanted to prepare for careers as regular members was under 18%, this figure does not indicate the number that have been in the program but have already joined police forces as regular members.

Nearly 45% of serving A/Rs have, at one time, applied for a police force.

Perhaps more revealing is the fact that nearly 45% of serving A/Rs have, at one time, applied for a police force. Figure 5 shows the result of their applications.

Figure 4

Reasons for Becoming Auxiliary/Reserve Member

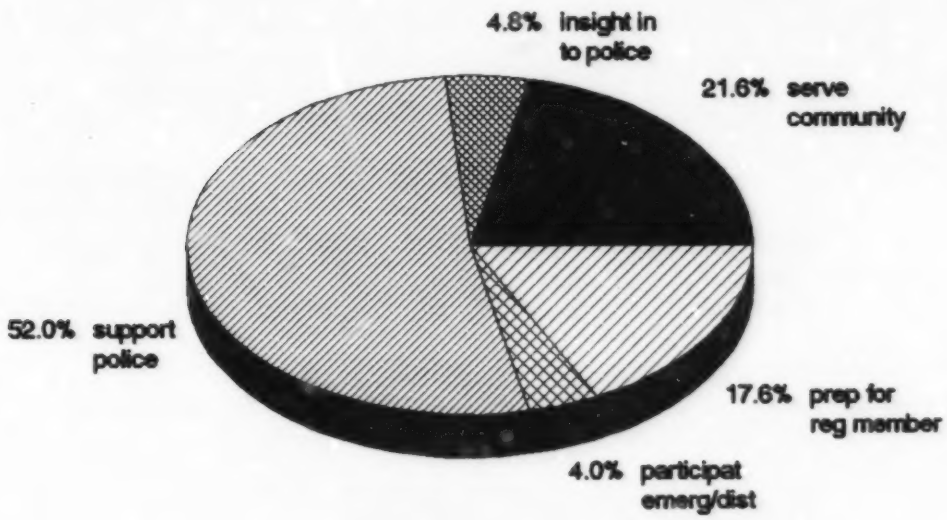
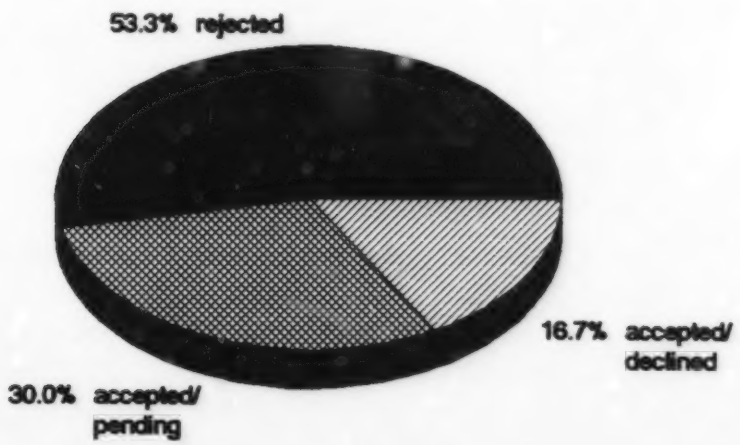


Figure 5

Results of Auxiliary/Reserve Applications to Police Forces



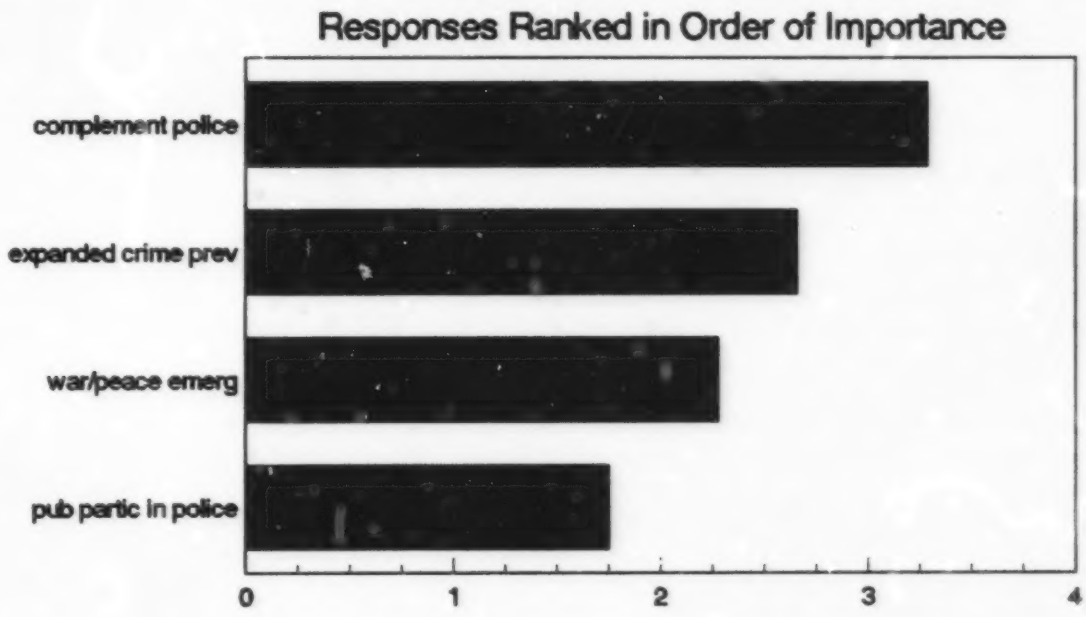
•Doesn't reflect those who have joined a police force, only those now in A/R pgm.

Operational Data

When asked what they perceived the current role of the A/R program to be, the majority ranked "to complement the police on day-to-day duties" as the most important. Figure 6 shows the rankings of three other roles of the program.

Figure 6

Auxiliaries/Reserves: Perceived Role of Program

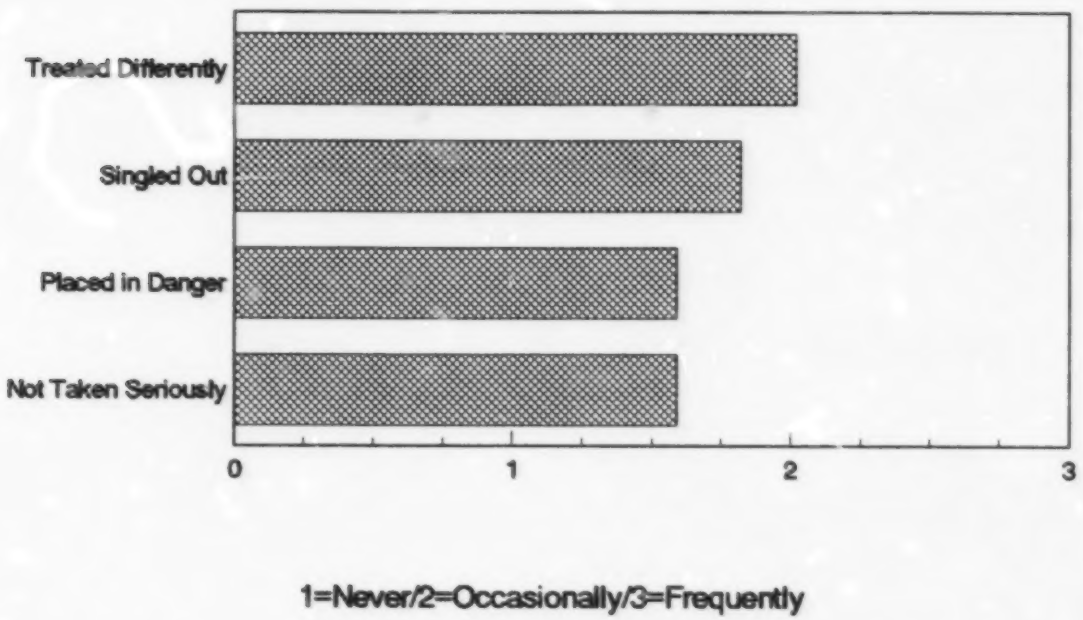


The issue of a distinct uniform has long troubled many A/Rs, especially the blue hat band worn by RCMP auxiliaries. Most would be happy with only a shoulder flash denoting their status as A/Rs.

A/Rs were asked to answer four statements relating to the uniform with Frequently, Occasionally, or Never. Their responses were then coded 3, 2, and 1 respectively, and the average responses ranked and graphed. Figure 7 shows the results.

Figure 7

As a Result of the Difference in Uniform, Auxiliaries/Reserves Feel:



Demographics

As Figures 8, 9, 10, and 11 show, A/Rs have a wide range of education backgrounds, income levels, occupations and ages.

It should be noted for occupations that government workers, including corrections workers, are included in the Management/ Administration category.

Demographics

Figure 8

Auxiliaries/Reserves Formal Education Levels

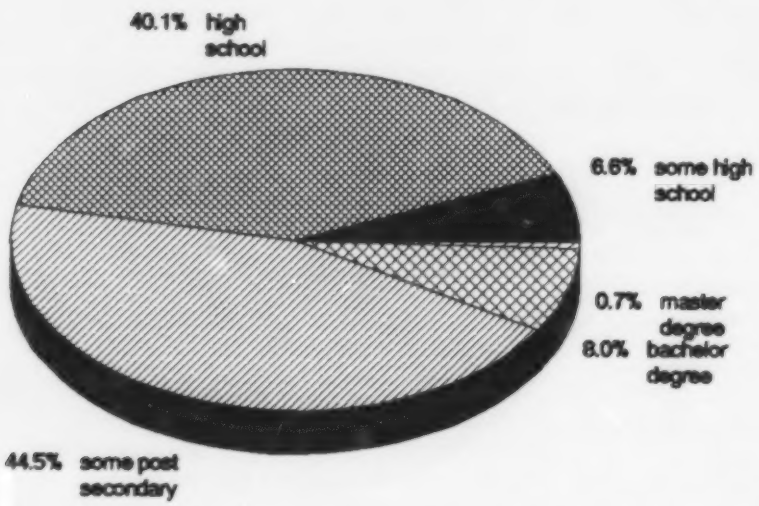


Figure 9

Auxiliaries/Reserves Income Levels (Annual $)

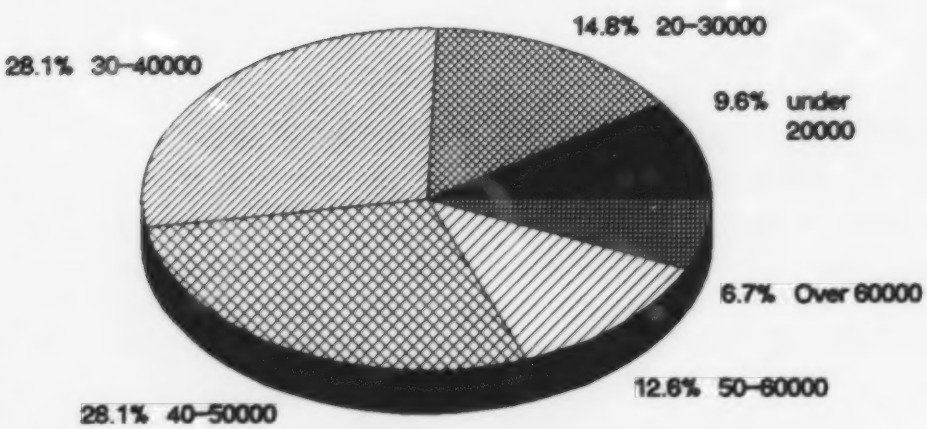


Figure 10

Auxiliaries/Reserves Full-Time Occupations

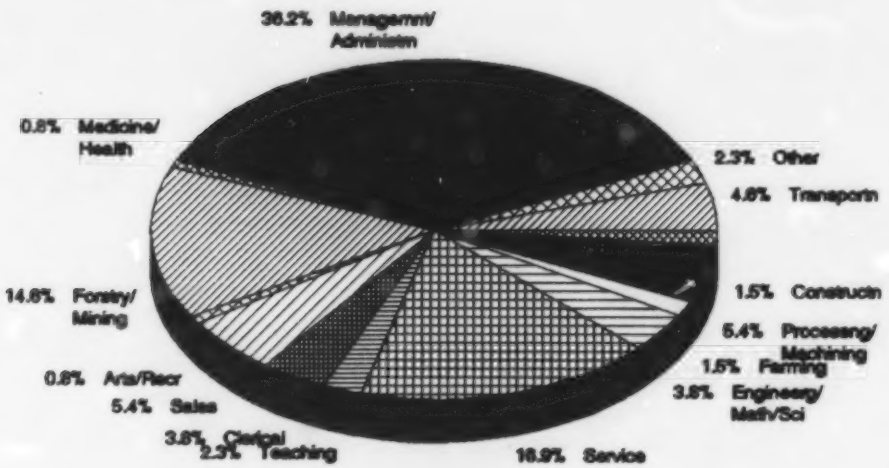
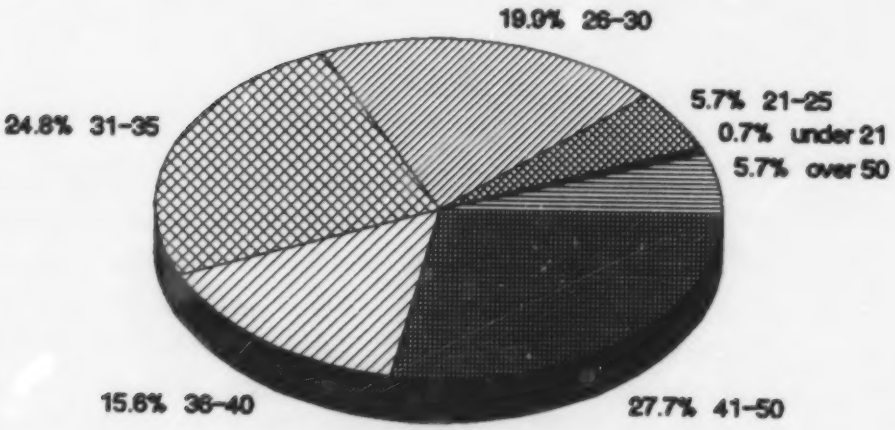


Figure 11

Auxiliaries/Reserves Ages



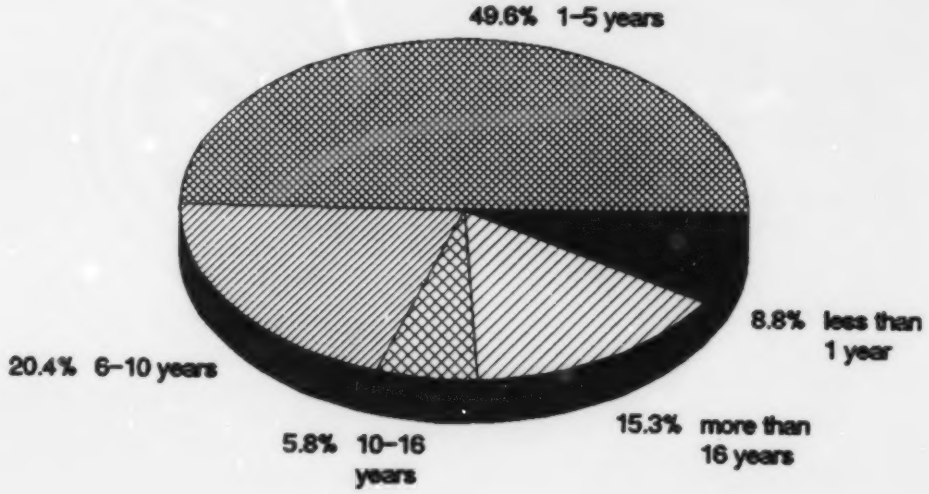
Demographics

***59%** of A/Rs have less than five years' service . . .*

A good indication of the turnover of a program is the number of participants who have been in program for only a short time. As Figure 12 shows, about 59% of A/Rs have less than five years' service, indicating relatively high turnover in the program.

Figure 12

Auxiliaries/Reserves Lengths of Service



Narrative Questions

The questionnaires used to collect information for the Operational Data section required only single word or "check-mark" responses. In order to get a sense of the range of opinions of the police community regarding issues relating to A/R police, a narrative questionnaire was sent to Auxiliary/Reserve coordinators, senior A/R members, union officials/"E" Division representatives[21], civic officials, police managers, and regular members who ride with auxiliaries/reserves. Seventeen questionnaires were distributed to this group. A total of 11 were completed.

Although the contribution of independent municipal forces to the overall A/R program is limited in terms of FTEs, it was important for this section to include representations from reserves, regular members, and union officials of independent municipal forces because they tend to have some of the strongest views on either side of the issues.

The questions that comprised the Narrative Questionnaire are presented and a representative sample of the range of the responses follow. Answers representing each side of the issue are included. Some questions were responded to by only those representing one side of the issue, hence the apparent one-sidedness of the selection of some answers. The capacity of the person quoted is indicated in parentheses following each statement.

Should auxiliary/reserve police be given more responsibilities? If so, in what areas?

- "No...[they should only be] able to operate police vehicles during emergency situations (i.e. crisis, disasters). Not for emergency response." (RCMP auxiliary coordinator)
- "Yes: In the areas of Crime Prevention. Allow them a little more latitude in Liquor Act enforcement. Possibly bike patrols, where they act more as a P.R. vehicle for the police and 'show the flag,' so to speak. They have the time to stop and talk with the general public as opposed to regular members who are often too busy with complaints."

  "Possibly they could do more in the area of traffic work to assist with minor accident investigation, and take a bigger role in the Counter-Attack program." (RCMP senior auxiliary constable)
- "Yes, they could serve summons" (independent municipal force senior reserve constable)
- "It depends on how you define your responsibilities of course. The auxiliary police are not used as a replacement for regular police, they are used as complement to police. At the present time they primarily are involved in enforcement aspects. In the last few years we have emphasized their involvement in crime

Narrative Questions

prevention and community projects and I think we can expand on that and make better use of them in that regard. " (RCMP senior manager)

- "No, the union's view is that their use has already extended beyond acceptable parameters. They are seen to have three areas of use:

  1) Training under the Emergency Preparedness Program,
  2) Traffic control duties,
  3) 'Police' functions beyond these.

  "Their training under #1 is supported generally; use under #3 not accepted; duties under #2 under dispute for several reasons - including their own safety as they are not in the company of regular members." (independent municipal force union official)

In the last few years we have emphasized their involvement in crime prevention and community projects . . .

In your opinion, what are the disadvantages of the auxiliary/ reserve program?

Disadvantages to regular members?

- "If not properly trained could prove to be a hindrance" (RCMP Auxiliary Coordinator)
- "Some [regular] members like to patrol by themselves" (independent municipal force senior reserve constable)
- "[Where reserves are not armed,] regular members...have to look out for their welfare in dangerous situations." (independent municipal force regular member)
- "Take away jobs" (independent municipal force regular member)
- "Semi-trained individuals performing the same tasks are a safety problem at major coordinated responses (e.g. armed suspects), or cannot assist with complex investigations. They must be monitored when doing police duties" (independent municipal force union official)

Disadvantages to management?

- "Cost of training and equipment" (independent municipal force senior reserve constable)
- "Some risk of liability while reserves have limited training. Some time and effort required for recruiting and training" (civic official)
- "Management has to put the extra time and effort into coordinating the reserve police and using them in the most effective ways." (independent municipal force regular member)
- "They become overconfident in the auxiliary's abilities. Many times the auxiliaries are older mature people from the community and managers tend to progressively give them more responsibility. That is a risk every auxiliary program manager must be aware of and watch where it's going." (RCMP senior manager)

They must be monitored when doing police duties.

Disadvantages to the union?

- "Reduces size of union membership" (independent municipal force regular member)
- "People who perform police tasks outside the collective bargaining unit are always seen as 'taking work away.'" (independent municipal force union official)

Disadvantages to the community?

- "Less trained individuals are performing police duties that have become more complex; in legal and procedural ways. The public expects much higher level of professional service: greater sensitivity, maturity, tolerance, understanding, and so on. The work is professionalising, it is no longer a weekend activity." (independent municipal force union official)

Narrative Questions

In your opinion, what are the advantages of the auxiliary/ reserve program?

Advantages to regular members?

- "Backup, extra 'eyes' on patrol, able to control situations easier or safer, able to do more aggressive and thorough searches." (RCMP auxiliary coordinator)
- "A tremendous advantage. If I put a member out on the street on the night shift on a weekend and he's dealing with a high volume of complaints, he's all by himself out there. The auxiliary riding with him is often a moderating influence because the auxiliary is a person who knows the community, and can assist the member in passing on that knowledge.

  "Secondly, they are a visible community resource that are up front in traffic control situations, exhibitions, and community projects. These are a valuable community resource that are visible because the people in the community often times know these people, know them as part of the community and see their support for the law enforcement and the police *per se*." (RCMP senior manager)
- "They perhaps perform traffic control duties not desired to be done by regulars. The Vancouver Police Union has a Committee currently researching this and all other Reserve issues, reporting by year-end. (The B.C. Federation of Police Officers also has a similar committee)." (independent municipal force union official)

Advantages to management?

- "Provides management with a resource base of highly trained volunteers who can assist in areas of crime prevention and minor and project-related activities thus freeing up the regular members to concentrate on the real criminal side of law and traffic enforcement." (RCMP senior auxiliary constable)

- "Cost-effective means of supplying additional help for short-term needs. An auxiliary can't replace a regular member all the time, but they are a help when there are not enough regular members to do the task." (RCMP regular member)
- "Extra manpower with little or no cost. Also they can see how a recruit for the regular force handles himself" (independent force senior reserve constable)
- "They allow management some flexibility in the scheduling and deployment of resources, and that's an invaluable tool. Right now the major concern of management is scarce resources."

  "When we have floods or disasters, we can send auxiliaries out to assist under the direction of a regular member with traffic control and crowd control. When we are desperately short of crime prevention officers, the auxiliaries can pick up the slack for police week and other events." (RCMP senior manager)

Right now the major concern of management is scarce resources.

Advantages to the union? (if applicable)

- "The Reserves work closely with the union to ensure no clashes" (independent municipal force senior reserve constable)
- "None - not members of the union" (independent municipal force regular member)

Advantages to the community?

- "The auxiliary program provides community-based involvement in the activities of the local police. A link between the citizens and the police." (RCMP senior auxiliary constable)
- "Enhance Crime Prevention/Victim Services, traffic counter-attack" (RCMP auxiliary coordinator)
- "Allows community to see they can help in a viable way. Gives those people the feeling that they are helping their community as well as doing something they enjoy." (RCMP regular member)
- "These people are volunteering their time, and the government is supplying them the uniform, therefore the community doesn't pay the policing cost." (RCMP senior manager)

Narrative Questions

- "More police presence in the community" (independent municipal force senior reserve constable)
- "They provide some feedback from the community to the police, and vice versa. It has a very positive attitude with respect to the community and with town councils because they see these people as part of the community group working directly with the police, and in concert with them." (RCMP senior manager)

How should the auxiliary/reserve program change in the future?

A broader understanding of the interrelationships between crime, social services and community peace and good order could be achieved through reserve service.

- "It [A/Rs] should be used more to assist with some of the very minor matters that perhaps [do not] receive police attention and yet the citizen must see or perceive that he will receive some attention from the police or representatives of the police." (RCMP senior auxiliary constable)
- "For duties [like] traffic control, special events, [they] should receive payment" (RCMP auxiliary coordinator)
- "The program should be enhanced to better prepare officers for community-based policing. A broader understanding of the interrelationships between crime, social services and community peace and good order could be achieved through reserve service" (civic official)
- "When reserve members are called to court, which is not that often, they should be paid." (independent municipal force senior reserve constable)
- "I would like to see the program become more directly involved in crime prevention and see the auxiliary constables given more recognition in that. There's also a need to be able to send the local auxiliary constables to training courses on crime prevention fully funded. This year we are sending ten of them to the crime prevention conference in Kamloops. There is a need for more of that. Right now they are only used at the local detachments.

"There is another area where we could expand the use of the auxiliary program as well. One of the highest profile situations that the Province has is the B.C. Summer Games. If you had a provision for auxiliaries where their travel costs and hotel costs were paid for you could bring in auxiliaries to assist in the security of the games. They could be used for traffic and other duties that don't require regular police members.

"High profile situations give auxiliaries some recognition and gets them away from home, and it's probably a cost saving effect over the long term. I'm thinking of the Commonwealth Games coming, and the B.C. Summer Games each year. That would be an expansion of the use of the auxiliaries." (RCMP senior manager)

- "They could be utilized for assistance in our community Police Stations. Screening for potential candidates should be more strict." (independent municipal force regular member)
- "The exact nature of their role should be specified so that they are used appropriately (and not according to political/budgetary exigencies)" (independent municipal force regular member)
- "It should return to its mandate of some years back; to train a reserve force for emergencies. This should involve the "ride-along" training sessions with regular members. No rank should be in the reserve organization. They should be directly supervised and managed in their training program under the Preparedness Program by regular police management. They should perform no normal police duties other than in emergencies" (independent municipal force union official)

Is the amount of training adequate, too much, or too little?

- "The training is excellent" (RCMP senior auxiliary constable)
- "The A.G. Department should fund the program to the extent that Justice Institute instructors be used for all training" (independent municipal force regular member)

Narrative Questions

- "The training was too much. We were overloading them with criminal code instruction. That needed to change." (RCMP senior manager)

Do you think auxiliaries/reserves should have distinct uniforms?

- "They should NOT have a distinct uniform. Their position will only be compromised if the criminal element feel they are dealing with anything other than police. It will and has put an unnecessary strain on the regular member who not only has to deal with the situation at hand, but also look out for the auxiliary member who is in danger of being singled out as someone different. As long as regular members know who is who by way of some in-house identification that is all that matters." (RCMP senior auxiliary constable)

Their position will only be compromised if the criminal element feel they are dealing with anything other than police.

- "No. The closer the better to regular force. The public would pay more respect to a regular police person and not think we were some kind of security guard" (independent municipal force senior reserve constable)
- "Only in the form of an additional shoulder flash." (RCMP auxiliary coordinator)
- "It should be clearly recognizable they are not a regular police-man, both for the safety of the auxiliary and for the benefit of the police force because of liability and other issues. Right now we have a blue hat band that's a sore issue with the auxiliaries. They don't like it because it makes them stand out. But from a management perspective we have to maintain that distinction enough so that the general public can recognize that they are not a regular member and will not expect the same from them as they would a regular member." (RCMP senior manager)
- "I think the distinctive blue hat band and shoulder flash are sufficient" (RCMP regular member)

Based on your experience of their abilities, and your perception of the amount of time/money invested in the program, should there be more or less auxiliaries/reserves in the future?

- "We have just moved to 20% [of regular uniform contingent] and feel this number will be manageable and sufficient." (civic official)

Do you think auxiliaries/reserves unfairly take jobs away from regular members? If so, in what areas?

- "If they are properly used in a complementary capacity there is no way they can take jobs from regular members. Their role is strictly support, and what they do should have absolutely no bearing on regular member staffing levels. Their task is to enhance and not replace regular member service and no doubt the taxpayers would be most upset if they thought anything other to be the case." (RCMP senior auxiliary constable)
- "No. I feel we need to increase our number of regular members here. It is obvious that it is not going to happen quickly, if at all. So they are a greatly needed resource." (RCMP regular member)
- "Reserves have a very clear and respected role to play that is accepted by all as beneficial. It should be quite clear that they in no way perform the role of a professional constable. Role definition and expectation is critical in resolving the 'job' issue." (civic official)
- "If they perform 'police' duties, yes. Traffic duties is [an] area of contention. Many members feel it to be 'our' work. Yet it could be civilianized as per the Motor Vehicle Act; an approach that is preferable to having uniformed 'part-timers' performing these duties." (independent municipal force union official)

We have to maintain that distinction enough so that the general public can recognize that they are not a regular member and will not expect the same from them as they would a regular member.

Narrative Questions

Please comment on any other areas relating to auxiliary/reserve policing you feel are important.

- "In addition to the danger they face in this capacity they spend many dollars out of their pockets on gas, add wear and tear on their vehicles going back and forth to their detachments. Money [is] spent for meals while working and other out of pocket expenses which are not claimable. Indeed some form of compensation should be considered for these people." (RCMP senior auxiliary constable)
- "More joint meetings between reserve forces so that we can see what other reserve forces are doing in their communities." (independent municipal force senior reserve constable)
- "I feel most of the regular members simply tolerate the reserves on our department. There is a long way to go in terms of blending the two factions together. This will improve as screening improves." (independent municipal force regular member)
- "Policing is changing dramatically. Many simple tasks continue to be civilianized. [Regular members] no longer want to perform, nor are desired by the public to perform, these simpler tasks. Educational levels and training levels are 'up,' demands of policing are equally 'up.' Members must be professionals, using minimum force and intervention in a complex variety of situations in an ever changing and developing society. Situations, legal interpretations, social fabrics, everything, is changing. Yet the mortar that is expected to adapt perfectly and keep it all together are the police services. (independent municipal force union official)

Their role is strictly support, and what they do should have absolutely no bearing on regular member staffing levels.

Interview with a Senior Police Manager

Some of these comments have been included in the Narrative Questionnaire portion of the report since they were in response to the same questions asked of the other survey participants. The interview went beyond those questions, though, and the following is a condensed version of that conversation.

Given that you have detachments that might be considered understaffed, to what extent are you going to have to rely on auxiliary police to fill in where regular members normally would?

"I don't think that it's a legitimate function for auxiliary constables. They cannot be relied upon because we have inadequate resources and I don't think that the government can give us additional auxiliary constable positions in lieu of regular member positions because they simply don't perform the same function at all.

"You cannot expect the man that's got eight weeks training to go out and face situations that require the decision-making capability of a trained policeman. You can't expect him to do things by himself, it has to be under the supervision of a regular member."

Are you getting any views from other management levels to the contrary of that?

"None whatsoever. There is concern that because the auxiliaries are there and because they are trained and in uniform that the managers and the shift supervisors come to rely on them to a greater degree than what would be normally acceptable. There is a danger in that process. A danger both for the auxiliary and a danger for the provision of police services to the community, because you might have a not fully trained individual out there forced to make a decision in a life threatening situation and we don't want to see that."

You cannot expect the man that's got eight weeks training to go out and face situations that require the decision-making capability of a trained policeman.

Senior Police Manager

What is the connection between the auxiliary program and visible minority relations?

"We want to reflect the community more. We are trying to recruit natives, visible minorities, and females into the auxiliary program, and so far it has been successful.

"This has been a new emphasis in the last two years. We are really trying hard for the last two or three years to recruit native constables. We are saying if you don't think you want to join the police, come out and try the auxiliary program and see if you like it. To be frank an awful lot of them do like it. They get a lot of enjoyment out of it."

What about the labour representatives?[21] Have they ever expressed any concern at all about the auxiliary program?

"As with any volunteer program, you will get some groups within the organization that resent volunteers, and we do have that among police members. Lets be frank, there is a built-in resentment and has been for a lot of years on volunteers whether it is victim services units, or the auxiliary program."

"In the last four or five years in my experience I think that's changing dramatically, however. The constable on the street has suddenly realized he's not going to be able to do this all by himself and he has to have some people out there helping him. I think volunteers, through emphasis by management, have become much more accepted and much more sought after."

One of the major questions that has arisen in this survey is whether auxiliaries should drive police vehicles or not.

"That's a contentious issue. They say that if an auxiliary is seen driving a marked car, the general public won't know if he is an auxiliary or regular member so he will be expected to act like a regular member."

"There are some occasions when an auxiliary should have access to a police vehicle. I think we have covered that to some extent in emergencies but there are other occasions. If you are using auxiliaries at an exhibition and you have got a regular member supervising, getting the auxiliaries back

We are trying to recruit natives, visible minorities, and females into the auxiliary program, and so far it has been successful.

and forth, it is really difficult because you must pull other members off of regular patrol to drive them. That causes some difficulties."

"There has been a move to circumvent these restrictions by having the auxiliaries obtain vehicles of their own through the city, so they are municipally insured and municipally paid for, or else drive victim's services vehicles that are insured by somebody else. I think that regrettably the policy has forced that situation, I have a bit of concern there."

Could you speak further about the changes to the training program?

"We sat down in December of last year and rewrote our policy and tried to make it more workable. We redesigned our training course, cut it down and modularized it so that the auxiliaries coming in meet certain basic criteria, then get their uniforms, their badges, and are able to ride around with the regular members."

"As they go on they update that with additional training designed to be more useful to them, in other words, we don't overload them with criminal law. We are waiting for the final package to be delivered. It will be in a modular format so that we can pass out the same training program to the small detachments as well as the larger ones."

Are you doing that in conjunction with the Justice Institute and the independent municipal forces?

"Yes, right now the new format is with our training academy. Once it's finished it will be passed over to the auxiliary coordinator for Police Services Branch, to the Justice Institute, and to the municipal forces so we are all on base with each other."

So you are not actually reducing the scope of the training, just modifying the style?

"Yes. We reevaluated the necessity for some training, and tried to make it more meaningful to the auxiliaries. We are increasing the crime prevention aspect of the training, which was never emphasized before."

Senior Police Manager

You have given us your views regarding the level of responsibilities, their training, their uniforms and other issue-specific questions. Looking to the broader arena could you discuss firstly your views on how the auxiliary police could ideally fit into the overall police picture and secondly, the current thinking of other police managers?

"I can't speak for other managers, although they strongly support the 'Community-Based Policing' concept and the auxiliaries are a big part of that concept. They are a big part of our interface with local communities and local community people and certainly we have strong support in that regard."

"The major concern of management here is that we not move into a situation where the auxiliary is expected to do the job of a regular policeman. Its not fair to the auxiliary or to the management of the police. So we have to be vigilant in that regard and use them for the purpose intended."

Management strongly support[s] the 'Community-Based Policing' concept and the auxiliaries are a big part of that.

So you are saying more crime prevention and more police community relations?

"As support to and not a substitute for police services. Let me give you some examples. An auxiliary member should not take a prisoner van out to pick up a prisoner without a regular member with him. He is capable of doing that I'm sure, but that's not acceptable. An auxiliary member should not be put on a bicycle patrol in a park unless accompanied by a regular member because in doing the bicycle patrol he may encounter a crime situation where he is going to require assistance and have to make a judgement call that may be beyond his professional training standards."

"If you are going to put them out on patrol in an operational context they have to be with a regular member and under his supervision. Not necessarily one on one but directly under his supervision."

I was reading in some of the literature about how they are used in U.S. cities, like L.A. and New York. They are using them for surveillance, and other specialized teams. What is your view on this?

"I'm sorry, I'm against that. I'm against putting auxiliary members into plain clothes situations because they are more at risk. It requires a quicker reaction and a judgement call and they are not adequately trained to do that. I don't think they should be down working in the bars in plain clothes, I don't think they should be doing surveillance on a situation that may turn into a shootout or an armed robbery situation so I would be against recommending it."

Any areas other than crime prevention or police community relations that you can see them being utilized in, that they are not being utilized at present? For example, in Alberta they are thinking about having them attached to the Emergency Response Team (ERT) to provide security for the ERT vehicles.

"Sorry, I'm dead against that as well. ERT is a weapons situation; a tactical operational situation where lives are at risk. The definition of a tactical operation is lives at risk. I don't think we should be dragging along auxiliary constables even to guard the vehicles, I don't think that's their proper function and I think that's going beyond what their intention was."

"These are people from the community that are basically citizens, even though we have given them a uniform and eight weeks training. We should not be putting their lives at risk in those kind of situations or expect them to do other things."

So in essence, routine duties with supervision?

"Yes, operational duties, traffic, traffic control, patrol duties with a regular member, crime prevention duties, security duties. If you have a crime scene and you want somebody to guard it, I see nothing wrong with asking the auxiliary to stay and secure the scene. But auxiliaries should not be expected to go to court and give evidence as a regular member."

I'm against putting auxiliary members into plain clothes situations because they are more at risk.

Senior Police Manager

Why do you say that?

"They are not trained to give evidence in court, it interferes with their regular jobs and I think it weakens the police presentation of evidence in the court system."

Do you think the auxiliary program should be used as a way to provide applicants to the policewith work experience or would you prefer to see more long term contingent of older auxiliaries?

"I'm against using the auxiliary program to give a person a chance to be an applicant. We lose them and the program cannot afford that turnover. It's not good for the program and it's not good for the management of the detachment. So if you have an applicant that's likely to be accepted into the policewithin a year or so, I don't think they should be taken into the auxiliary program and trained. However, the small detachments may not have that many candidates available to them so they should be able to have some leeway there."

Would you like to see auxiliaries receive an honorarium or some form of payment for their services as they do with the Vancouver City Police, for certain duties?

"No, but I would like to see them receive far more recognition from the Province than they do. For example, it might be nice to have the province have an auxiliary conference in each of the eight regions in the province once every two years and get the auxiliaries together, rather than just have one in the Lower Mainland and have a few come."

"It would be nice to see them have a long service medal for recognition. I would like to see them have more recognition and more funds to help them do their own things. The auxiliaries could run an annual shoot or contest where they get all the auxiliaries together, or they could have an awards dinner. It would be nice to see the Province have some funds available to support them in this regard. They should not have to be out there collecting beer bottles to fund their own program."

Senior Police Manager

How do you see the future of the auxiliary program in B.C. and in Canada in relation to Policing 2000 and Community Based Policing?

"I think B.C. is taking a really major role in the auxiliary programs, certainly much more advanced than what we have in Alberta where I came from. Saskatchewan and other provinces are coming to us and asking us for our policy and our procedures and how we are using it."

"I really think the program is being positively received and is performing a valuable function, and, as I said, we need these people out there on the street with us and helping out."

"Do I see it expanding beyond what it is now? I'm not sure I do in this Province. I would have some concerns if we expanded into surveillance or any other aspects of police duties because I don't think that's right."

Other provinces are coming to us and asking us for our policy and our procedures . . .

Summary of Interviews With the Coordinators of Three Well-Performing Auxiliary/Reserve Programs:

Sergeant, Independent Municipal Force
Constable, RCMP Detachment
Constable, RCMP Detachment

These particular programs were selected from a list of A/R programs in both independent municipal and RCMP jurisdictions that are considered to be administered effectively. Interviews were conducted with each of the coordinators, and they were asked what they thought made an A/R program successful. The gist of their comments and specific quotes are presented below.

1. ***Selection of the auxiliaries is very important. Coordinators must maintain high entrance standards and try to get a majority of long-term individuals, committed to the community, who are not trying to be regular members. The selection process itself is important, as one detachment discovered.***

Independent Municipal Force: "The standards are kept very close to the regular members. We are not looking for men or women that want to just be a reserve and want to use it as a stepping stone to become a regular member or get their foot in the door for police service. I want at least 70% - 75% of individuals that are going to stay long term."

RCMP Det.: "The ideal ones that I look for, and you are hard pressed to find them, are applicants who look to the auxiliary program solely an outlet for their energies just the same as the person who looks for a Kinsman Club or a Lions Club. Those make one hell of an auxiliary because they are not after anything. They are not trying to fulfil a fantasy of being a policeman."

RCMP Det.: "I use the auxiliaries themselves in the hiring process. I picked the President of the Auxiliary Executive, the Auxiliary in Charge of Operations, and one of our regular auxiliaries who has a Ph.D. and is a pastor in a local church to sit on the hiring panel. The applicants that have been granted interviews are asked a set of questions by this panel."

"Also, the applicants must give a two minute presentation as to why they want to be an auxiliary. This allows us to see if they have put much thought into it and we can assess their credibility and their rationale. I think it is necessary for the auxiliaries to be involved in this whole process because they then feel responsible for themselves."

"I do not want 'Robo-Auxiliaries' — people that subscribe to *Soldier of Fortune* magazine. Nor do I want those that might be using it as a vehicle for business contacts, or those on a power trip, or guys that are looking to find ladies. I've seen them all."

I do not want 'Robo-Auxiliaries' — people that subscribe to Soldier of Fortune magazine.

2. ***Coordinators must work hard to ensure a good relationship is maintained between auxiliaries and the regular members, especially where there is a police association.***

Independent Municipal Force: "The regular members appreciate seeing the reserves coming out and standing up in the malls at the booths, during police week and crime prevention week, and assisting school liaison officers."

"Management must tread carefully and reassure the regulars that even though the reserves have guns, they are not going to take their jobs. Managers must be sure not to replace regulars on normal police duties with auxiliaries, unless the regulars support it."

RCMP Det.: "It gets back to recruiting. If there are too many 'want-to-be policemen' that are always figuring they should be treated like regular members it builds up a rift between them and the regular members."

Three A/R Coordinators

3. ***In conjunction with "Community Based Policing" coordinators should try to involve auxiliaries in crime prevention and police-community relations as much as possible, whether at community police stations or conducting traditional crime prevention programs.***

Independent Municipal Force: "We utilize them for special events, for parades, for traffic control, in the counter-attack road blocks. They get paid for coming out for those functions. During police week they come out and man the booths, they talk to the public and usually we never have any problems getting enough reserves out for that function. They enjoy it."

"Community services has also used them to do blitzes in the neighbourhood regarding questionnaires. Also our community services section has utilized them for special events, bicycle rodeos, they also work at the schools with a regular member in the school program."

If I have extra bodies helping me in crime prevention then that frees up general duty people to do police work."

RCMP Det.: "We have a very large senior population here and I think it is very important not to wait for seniors to call for property checks but to get a list compiled and go around and see these people whether or not they would like a security check, and give them peace of mind. If I have extra bodies helping me in crime prevention then that frees up general duty people to do police work."

RCMP Det.: We teach the keen ones how to do Neighbourhood Watch talks and give them the whole responsibility of going out to do them. In the last class I actually hired a couple of auxiliaries strictly for crime prevention work and they were more interested in mall displays than actually doing patrol duties.

4. ***Training must be kept interesting and the auxiliaries should be involved wherever possible.***

Independent Municipal Force:"I would like to see more in-house training for the reserves. I would like to give the reserves more responsibility to conduct and organize some of their own training, being directed of course by the supervisor."

"I also wish the Justice Institute would take initiative to have the guys come in for a session after one or two years, in the same way that regular members go back for junior and senior constable courses. It would give the reserves something to motivate them."

RCMP Det.: "I really think it would be beneficial for them to go to crime prevention conferences. I think that if their main job is crime prevention and we start giving them the proper tools to do that job, in terms of education, I think we will be quite successful."

RCMP Det.: "We were going to reduce some of the courses to home correspondence. I'm really hoping I can do the entire course in four months this year. We cut out a lot of lectures, and lot of material they are never going to use."

5. ***Since A/Rs are not normally paid, coordinators need to give them recognition in other ways whenever possible.***

Independent Municipal Force: "We allow some of the keener ones to go out with the Emergency Response Team. That's an added bonus. They act as 'bad guys' and also assist for some advanced basic training."

"I also want to see them get together with other reserves/ auxiliaries from the surrounding forces for training, or to discuss new ideas."

RCMP Det.: "I think it's important that the cities recognize their contributions which our city fortunately does. They do provide them with some money that goes into the auxiliary fund. The auxiliaries themselves can then vote on how to spend it. It helps for socials and awards dinners."

RCMP Det.: "It's important to keep the auxiliaries involved with the running of the program. It gives them a feeling of satisfaction and sense of responsibility that keeps the program running well."

I wish the Justice Institute would take initiative to have the [A/Rs] come in for a session after one or two years . . .

IV. COMMENTS FROM RICK LINDEN, "POLICING 2000" RESEARCHER, AND A SURVEY OF OTHER RCMP CONTRACT DIVISIONS

Police agencies, associations, and researchers across North America were asked to share their views on A/R programs. The following are a selection of the responses:

Rick Linden, "Policing 2000," University of Manitoba

In a deployed (mobile) force, like the RCMP, A/Rs can be very useful as a method of integrating visible minorities into a police agency without separating them from their home communities. Many minority applicants might wish to be involved with a police force, but the idea of breaking ties with their community, let alone their province, prevents them from getting involved. An A/R program can incorporate minorities into the police force without requiring them to move.

Police forces [should] take better advantage of professionals, who could perform their duties and save the cost of training their own members.

In order to demand higher performance levels from A/Rs, they should be paid for all of their hours worked, and they should have a nation-wide force with career paths, similar to the Armed Forces Militia system. This would allow police forces to take better advantage of professionals, like lawyers, doctors, clergy, translators, and others, who could perform their professional duties and save the cost of training their own members.

While RCMP Headquarters Ottawa establishes nation-wide policy for auxiliary police, the state of the programs varies from province to province. The following is a thumbnail sketch of the state of auxiliary programs in other provinces (as of 1991):

NEW BRUNSWICK

- Program began in early 1960's and auxiliary members are used for traffic direction, etc. Have no police powers unless accompanied by a regular member or Commanding Officer declares an emergency.
- Training is done at Detachment level. Conferences are held each year: members come at noon, have lectures, drill, banquet at 18:30 then go home.
- Training manual borrowed from B.C. Local training manual being worked on and will be more centralized. Specialized members will stop at Detachment and offer training to auxiliary members from time to time.
- Firearm training will be coming soon. Firearms are carried on patrol, left at the Detachment otherwise.
- When attending conference, auxiliary members receive 25 cents per km. and meals. They can be paid $3.00 for night lunch if extended hours are worked.
- Budget is $28,000 for 200 auxiliary members.
- Evaluation — each year Detachment Commander sends in list of hours worked by each auxiliary member. Minimum of 15 hours allowed. Regular members now view auxiliary members as a benefit. Some have 30 years service. Some are cleared as guards and are paid $13.00 per hour for that duty to make extra cash. They are also used at summer detachments to allow regular members days off.
- New Brunswick was able to save $9,000 this year by re-issuing uniforms from retired members.

NOVA SCOTIA

- Auxiliary members have been in place since 1976 and are funded by Emergency Measures Office (EMO).
- There are 115 members, both men and women. The budget is $3,000 per year. The province also pays a $100 a year honorarium for 100 hours worked. EMO also pays for initial uniform — approximately $800 each.
- Training as done at detachment level and workshops are held. They are appointed as Special Constables and have powers of Peace Officer.
- Annual evaluations are done on auxiliaries.
- Turn over of 20 last year. There is no limit on hours but the RCMP likes at least 8 hours per month.
- Program is well thought of and there are very few problems.
- Will not take Wildlife Officers, Fisheries Officers or Military personnel, as in emergency they will likely be called to EMO to their own job.
- Some members have 15 years service.

NEWFOUNDLAND

- Budget is $5,500 – $4,500 for kit and clothing and $1,000 for tailoring. Last 2 – 3 years there has been $6,000 – $7,000 for uniforms — they cost about $800 each. Insurance for the members runs at about $1,000 per year.
- Province has 75 auxiliary members spread among 20 Detachments. Some have one others have five. Turnover is about 5 – 10 a year. Training manuals are under development. At present the Detachment commander goes over the training manual with the auxiliary when he/she is hired.

- Most are well respected members of the community. Some have 20 years service. Two or three lines of evaluation are done yearly. No pay, no honorariums, but 100 hours are expected each year from each member.
- No firearms, no peace officer powers, no driving unless an emergency and no court if possible.
- Regular members like the program.

SASKATCHEWAN

- Provincial Government has authorized 25 positions for crime prevention.
- Working towards start-up could be anytime — wanted by summer.
- Saskatchewan Police Act has to be amended.
- Insurance is a concern.
- Saskatchewan will not allow firearms.
- Provincial Government will finance $40,000 this year.
- Training will be a detachment level and auxiliary will be paid meals and mileage.
- Recruiting to be done at detachment level.
- Will try to build 25 per year.
- Will be patterned after British Columbia.

ALBERTA

- Budget $58,300.
- 450 auxiliaries authorized. Average 410 – 440 in place.
- Training at Detachment level.

- Going to change to 100 hour study at home program, requiring 70 – 80% on tests to pass. Need 160 hours a year to stay in program.
- No firearms carried. Shotgun training in place. Evaluation at detachment level.
- Although it is encouraged, auxiliaries do not have to be all local people, e.g., people from Edmonton can go to Leduc, etc.
- Alberta Public Safety Services (much like EMO) funds program.
- Insurance in place for injury or death.
- Identification card stating person is an auxiliary member while serving with member of the RCMP.
- Innovative uses for auxiliary police:
  - Command post security at select Emergency Response Team deployments.
  - Lecturing to other auxiliary members in first aid/C.P.R.
  - Site security at select national events.
- Notable usage of auxiliary members in past:
  - Between July 31 and August 3, 1987, a total of 27 auxiliary constables participated in disaster work following the tornado which ravaged the Sherwood Park, Alberta area. A total of 469 hours were contributed by the 27 auxiliary members.
  - During the 1988 Winter Olympics a total of 80 auxiliaries were used in a static role to monitor access points into the Canmore athletes' residences and serve as duty drivers. In total they contributed 4,803 hours.

In the course of researching a variety of aspects of the program, a number of overall themes emerged. Due to the inherent nature of the A/R program, inherent conflicts which have been present since the program's inception are still alive and being debated today. These themes are reflected in the body of the report, and are highlighted in the following numbered sections:

1. For a variety of reasons (safety while on duty, status, or personal identification with a group), many A/Rs want to look and act as much like regular peace officers as possible. With some exceptions, they do not want their uniforms to be different, and they want to be out performing the same duties as regular police members. They feel singled out and somewhat unappreciated when they have to wear blue hat bands, in addition to the shoulder flash (in the case of the RCMP), or are requested to go to the mall and man an information booth on crime prevention, for example.

   Since, for the most part, A/R members serve voluntarily, they cannot be forced to perform duties they do not like, and they consider the reward for their efforts to be the exercise of police functions alongside regular members.

2. The other players in the police community take either similar or opposing views to the A/Rs depending on their position in the organization, and the needs of their immediate agency:

   Large urban settings where staffing is adequate. In these situations A/Rs are perceived by some regular members as a cost-cutting tool, used in lieu of calling out extra regular members. Union officials, on behalf of their membership, express this view, and also feel that professionalism is in question. As the demands on the policing profession grow, they question the ability of part-time peace officers to perform police duties adequately. They therefore disagree with the training and utilization of auxiliaries for anything more than emergency measures work.

   Areas where there is a shortage of manpower. At these agencies regular patrol members and line managers seem to agree with and support the push for a similar functioning of A/R and regular members. Their primary concern is the smooth running of the

Many A/Rs want to look and act as much like regular peace officers as possible.

detachment/agency, and the ability to respond to complaints as safely and quickly as possible. A/Rs make this possible by helping out during peak complaint periods. In these situations regular members usually receive enough overtime and do not compete with auxiliaries for work hours, although they do wonder if continued reliance on A/Rs might preclude an increase in the regular member establishment. Concerns about A/R professionalism, however, are not as important to them as the efficient running of police operations.

Senior management of police forces. This group tends to be mainly concerned with the professionalism of A/Rs. Since they generally do not work with them on a day-to-day basis, they can't judge how they react in police situations. They can only judge the abilities of A/Rs based on their level of training relative to regular members, and the amount of on-the-job experience they receive.

Concerns about A/R professionalism, however, are not as important [to local police managers] as the efficient running of police operations.

Since A/Rs do not have equivalent training or experience, management wants to ensure that the public is aware of the difference. They do not want A/Rs to unnecessarily replace regular members, or be perceived as regular members by the public. Therefore they generally favour distinctive uniform markings and their continued use in visible but restricted duties.

With the current emphasis on community based policing, some senior managers wish to see A/Rs involved more extensively in this area. This includes the traditional areas of crime prevention, police community relations, and the more recent emphasis on community police stations.

3. With some exceptions, A/Rs generally prefer to perform police duties alongside regular members rather than perform crime prevention duties. It is in the analysis of the exceptions that an interesting pattern is noticed.

Generally speaking, there are two kinds of people engaged as A/Rs: those that want to be peace officers, and either are applying or have been rejected after applying, and those that are interested more in the community service aspect of being an A/R, in the

same way they would to be involved in the Lions or Kinsmen service clubs. It is in this latter group that the exception to the preference for performing only police duties is found.

The mixture of the two groups is varied, depending on the policies of the force in question. Independent municipal forces tend to use their reserves as a recruiting pool for the regular force. This makes sense considering that the majority of reserves will join the police force they are volunteering with. The reserves can then evaluate both police work and the organization they will work in. Managers can evaluate the reserves prior to engaging them as regular members.

The RCMP, while allowing potential recruits to serve as auxiliaries, prefer a solid, long-term base of community members, who are committed to other careers. Given the rotating postings of regular members, the long-term auxiliaries maintain a base of local knowledge that assists new members coming to the detachment. Since auxiliaries who join the RCMP will leave the area if they become regular members, no real advantage is accrued to the RCMP in terms of evaluating potential recruits. Many applicants to the program are not in this group, though, and coordinators must use the resources at hand.

There are two kinds of people engaged as A/Rs: those that want to be peace officers and those that are interested more in community service.

4. It is this long-term group of A/Rs that is not intent on making policing a career that, for the most part, is not as concerned with issues such as the distinctive uniform, or whether or not they strictly perform police functions. Compared to the members that want to make policing a career, or were rejected by a police force, this group is more flexible and content to perform the duties requested by management, such as crime prevention.

5. The performance of crime prevention duties is a significant part of the community-based policing concept which both RCMP and independent municipal jurisdictions are now focusing on. However, escalating policing costs and static police budgets are forcing police agencies to prioritize their workloads.

When choosing between responding to complaints or performing crime prevention duties, police agencies will respond to the greater pressure and deal with the complaint load, even though in the long-run, crime prevention exercises will reduce crime.

6. But, in an increasingly complex society, there is a corresponding increase in the complexity of police work. Informal estimates indicate that a peace officer is not fully trained until at least the five-year service level. Senior managers and union officials are concerned about the level of professionalism of auxiliaries and reserves who have neither the training nor continuous job experience of regular members. They repeatedly express the view that A/Rs should not be used as a substitute for regular police members.

   Therefore, managers see the proper function of A/Rs not only as a to complement to the regular member establishment, but in the performance of crime prevention duties which are essential, but which the regular member establishment is increasingly unable to perform due to budgetary constraints and increased workloads.

7. However, given the nature of both the A/R program and those who volunteer for it, those agencies that want to do more crime prevention are hard-pressed to get the A/Rs to volunteer. Since they are for the most part unpaid, coordinators cannot order A/Rs do perform duties they do not want to do.

   Given their motivation for joining and their volunteer status, it is not surprising that they prefer to perform police duties instead of crime prevention duties. Local coordinators have stated their frustration with the majority of auxiliaries who only want to ride with the regular members but when asked to perform crime prevention duties, only the same few volunteer.

8. Local coordinators also state that it is this majority who want to be like peace officers, and who complain about the different uniform, their inability to drive police vehicles, and the restrictions preventing them from performing more police duties. They tend to get frustrated with the program and either drop out after

a few years or join a police force. The Province and the local police agency must then expend the time and money to equip and train new A/Rs.

Since the auxiliaries and reserves are volunteers, and the engagement restrictions are not as restrictive as for regular members, coordinators must use what resources are available. Most applications to the program are unsolicited, and coordinators are hard-pressed to turn down eager volunteers who meet the basic requirements of being in a certain age group, in good health and of good character. If the coordinators are unhappy enough with the A/R to dismiss him/her from the program, the A/R usually complains to the Attorney General, which discourages the coordinator from weeding out other problem A/Rs.

9. It is evident, though, that there is a place for A/Rs in the police community. Determining their optimal deployment is crucial if police agencies are going to adapt to the demands of a complex, changing society that wants increased participation in policing, greater professionalism from the police, but little or no increase in the police budget for regular members.

10. Successful coordinators have found that by screening out A/Rs that want to be like regular members, it is much easier to get them involved with crime prevention duties. A/Rs can be motivated to stay involved with the A/R program and continue their crime prevention duties if they are given training and conferences regularly, as well as recognition from the police force and the community. When A/Rs are involved mainly with crime prevention duties they tend to have better working relationships with regular members and union representatives.

A/Rs can be motivated to stay involved with the A/R program and continue their crime prevention duties if they are given training and conferences regularly . . .

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A beneficial change to the program would be the hiring of translators, photographers, and people with administrative skills.

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